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JUNE 11, 1861.

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By order, WILLIAM KILGOUR, *Secretary*.

REPORT

OF THE

Committee on Federal Relations,

WITH THE REPORT OF THE

Peace Commissioners

APPOINTED TO WAIT ON

PRESIDENTS LINCOLN AND DAVIS

BY THE

GENERAL ASSEMBLY.

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REPORT

OF THE

COMMITTEE ON FEDERAL RELATIONS.

To the Honorable,

The Speaker of the House of Delegates:

The Committee on Federal Relations, to whom were referred the Message and Correspondence of the Governor, the Bill calling a Sovereign Convention, &c., &c., ask leave respectfully to report as follows:

The Message of His Excellency, the Governor, demands the consideration of the Legislature, from two points of view—first, in regard to the state of public affairs which it discloses; and, secondly, as to the remedy which it suggests to the people of the State for the perilous contingencies which surround them.

So far as we can ascertain the views of the Governor, from the brief presentation of them, which the haste of our meeting had, as he states, permitted him to make, it appears that he regards the circumstances which have transpired since the attack upon the Massachusetts regiment, in Baltimore, on the 19th of April, as constituting all the facts to which it is necessary your attention should be drawn. Your Committee, of course, recognize the propriety of avoiding at this moment all unnecessary recurrence to discussions which have already been far overstepped by the rapid progress of events; but they find it, at the same time, quite impossible to do justice to the questions before them, without a frank and explicit reference to at least a portion of the public events which had preceded and were so closely connected with the occurrences alluded to.

The President of the United States, by his Proclamation of the 15th of April, had called upon a portion of the States to place at his disposal a body of militia, to the number of seventy-five thousand men. The Proclamation was directed against the people of the newly-formed Southern Confederacy, and its purposes and policy were obvious, although its terms were technically shaped in conformity with the Act of Congress of 1795. It recited, with formal precision, in the language of the Act, "that the laws of the United States were opposed, and the execution thereof was obstructed," in the seven seceded States, "by combinations too powerful to be suppressed by the ordinary course of judicial proceedings, or by the powers vested in the Marshals," and it called forth the militia of the other States, in the further language of the statute, "to suppress such combinations, and to cause the laws to be duly executed." In pursuance of another section of the law, it then commanded "the insurgents to disperse and retire peaceably to their respective abodes" within twenty days. If there is any proposition clear beyond dispute, it must be, that if the occasion which authorises the President to call out the militia, under the Act of 1795, existed at all, it was declared, by the explicit terms of the Proclamation, to exist only in the States of the Southern Confederacy, which were therein enumerated. It is equally indisputable, as matter of law, that the militia, if called out lawfully at all, were lawfully empowered to execute the laws and suppress unlawful combinations in the seven States named, and in none other. Such a conclusion of law is not only obvious and unavoidable, as matter of construction, but equally to be insisted upon as matter of principle and self-protection on the part of the people; for the exercise of the military power, in a free government, is never to be permitted, except within the limits and under the severest restrictions and checks of the law. If a President of the United States, under the fraudulent pretence of suppressing unlawful combinations in Louisiana and Florida, could be permitted to call out troops, to be used for any purpose in Maryland or Virginia, no soil of any State would be free from invasion, and no right of the citizen anywhere would be secure against overthrow.

It was not, however, because of any apprehension that the militia which were called out by the President would be used in other than the designated quarters, that the Proclamation created an intense and immediate excitement in the Southern and Border Slave States. On the contrary, it was the very purpose announced by Mr. Lincoln which kindled so intense a flame of resentment and resistance. His Proclamation was regarded as a declaration of war against the Southern Confederacy—as a deliberate summons to the people of the two sections, into which his party and its principles had so hopelessly divided the land, to shed each other's blood, in wantonness and hate. A scheme so full of wickedness—so utterly subversive of every principle upon which our

government was founded, and so sure to involve the destruction of that government, let the fortune of war be what it might—could not but excite almost to frenzy every feeling of those who sympathized with the people against whom it was fulminated. Independently, too, of its wantonness and inhumanity, it was felt and known to be a gross violation of the Constitution, and without color of lawful authority. The people of the seceded States, whether constitutionally or unconstitutionally, had separated themselves from this government, and established a federal government of their own, with all the forms of a constitution, and all the substantial attributes of actual independence. Through their constituted authorities and in their collective capacity, as communities, they had withdrawn themselves from the Union—repudiated its laws and excluded its officers, of all sorts, from the exercise of all functions and jurisdiction. The United States Government no longer had among them either courts to issue, or marshals to execute process. They had substituted their own courts and their own processes, to which they yielded cheerful obedience. The authority of the Federal Government was in fact dead within their limits. They were in an attitude towards it, not only of independence, but of forcible resistance, for they had repelled the assertion of its authority over any portion of their soil, and had subdued for their own protection, one of its fortifications within their borders. The Confederate Government and that of the United States were, in fine, belligerents, engaged in actual, though undeclared war, and with all the rights and responsibilities which it gives and entails. This last is none the less true, because of their being engaged in civil war, for that is like any other war, when waged among civilized people. Vattel defines the relations which exist in such cases in terms too clear to be misunderstood, and too well recognized to be disputed.

“A civil war,” he says, “breaks the bands of society and government, or at least suspends their force and effect. It produces in the nation two independent parties, who consider each other as enemies, and acknowledge no common judge. These two parties, therefore, must necessarily be considered as thenceforward constituting, at least for a time, two separate bodies, two distinct societies. Though one of the parties may have been to blame in breaking the unity of the State and resisting the lawful authority, they are not the less divided in fact. Besides, who shall judge them? Who shall pronounce on which side the right or the wrong lies? On earth they have no common superior. They stand, therefore, in precisely the same predicament as two nations, who engage in a contest, and being unable to come to an agreement, have recourse to arms.” (Vattel, Book 3, ch. 18, sec. 293.) To attempt to apply, under such circumstances, to a belligerent people, an Act of Congress, which was meant as a domestic remedy, in aid of civil process and to secure obedience to the laws under judicial proceeding—in States still recognizing

the authority of the Union and the jurisdiction of its tribunals—was to trifle with the understandings of educated men. To issue a proclamation to three millions of free Americans, composing seven powerful States, and asserting the sacred and infeasible right of self-government, with arms in their hands, and “command” them as “insurgents” to “retire peaceably to their respective abodes,” like a mob at a street corner, was an absurdity too gross to be here respectfully discussed. No government would venture to palm such an imposition upon a people, except in the well-assured confidence of absolute power. Nay, in the passionate excitement of the moment, the President forgot even the suggestions of political decorum, and did not hesitate to transgress all possible constitutional limits, and confess a purpose of animosity and revenge, by distinctly calling on the people, whom he summoned to the field, “to redress wrongs already long enough endured.” The Proclamation, therefore, meant war, and nothing but war. It could signify nothing else, and to attempt to cloak its meaning and purpose under the flimsy pretext of “executing the laws,” and “suppressing unlawful combinations,” was but to cover up a flagrant usurpation with words.

Neither the Constitution nor the laws of the United States can be tortured into conferring the war-making power upon the President in any contingency. Where foreign nations are concerned, the plain language of the fundamental law entrusts it to Congress only. As against the States of the Union, the possibility of such a thing is not even contemplated, much less provided for. Like parricide at Athens, it was held too heinous and impossible to be named, even for the purpose of punishment. As early as the fifth day after the meeting of the Convention for the formation of the Federal Constitution, “the use of force against a State,” by the rest of the Union, as contemplated in the plan of Mr. Randolph, was denounced by Mr. Madison, and on his motion the resolution providing for it was indefinitely postponed by unanimous assent. Mr. Madison announced it as his deliberate opinion that “a union of the States, containing such an ingredient, seemed to provide for its own destruction.” From that day forward such an idea ceased to be a part of the theory of those by whom the Constitution was framed. When Gen. Hamilton was called to express his opinion upon it, he asked, “How can this force be exerted on the States collectively? It is impossible; it amounts to a war upon the parties. Foreign powers, also, will not be idle spectators. They will interpose; the confusion will increase, and a dissolution of the Union will ensue.” The reasoning was unanswerable, and the Constitution happily was not stained with the perilous folly, against which these two great statesmen so earnestly protested. There was not a discussion in the debates on the Federal Constitution, whether in the Convention which framed it or the State Conventions which adopted it, that does not confirm this view of its spirit and purpose. The essays of the Fed-

eralist are pregnant with demonstrations to the same effect, and there is no constitutional lawyer who does not know, that the whole theory of the Government is to act, through the courts, upon individuals, and not through the Army and Navy upon the States. The brave and wise men who framed and upheld it, would have died in the breach before they would have submitted themselves to it upon any other basis. It could never have been adopted, it would never have been ratified, upon any other understanding. The States would have endured anarchy, distracted counsels, and all the evils of the old Confederation, aggravated tenfold, before they would have surrendered themselves to any system in which the Federal Government, and least of all, the Federal Executive, was clothed with the constitutional power of coercing them by force of arms. They entered into a constitutional Union, depending for its permanence upon the good faith and good feeling of its members, and deriving its strength from their consent only. They did not abandon themselves to the bayonets of a military despotism enthroned upon popular majorities.

But, illegal and unconstitutional as was the war which the Proclamation summoned one section of the country to wage against the other, the causes and purposes of that war made it chiefly obnoxious to the people of Maryland and of the Slave States of the Border. It was a war of propagandism and of sectional aggression and domination. It was a war of the North upon the South. It was a war in which the dominant section had seized upon the name and flag, and resources and powers, of the General Government, and was abusing them for its own ends, and for the permanent establishment of its dominion over the other section. It was a war, to the unholy purposes of which the sacred associations and memories of the Union were prostituted, and in which its honored name was taken in vain. It was a war waged against a people of our own name and blood, who sought peace and kindly relations with us, and who asked only to be let alone and to be permitted to govern themselves. It could bring no good, for it could end only in the defeat of the invaders or the subjugation of the invaded, and in either case the Union, which our fathers left to us, must be at an end. Subjugated provinces could not be sister States, and a Federal Government, professedly Republican, maintaining its authority by armies, could not be other than the worst and most unprincipled and uncontrollable of despotisms. The South had entrenched itself upon the principle of self-government. It had offered to negotiate, peaceably and honorably, upon all matters of common property and divided interest, claiming only that three millions of people had a right to throw off a Government, by which they no longer desired to be ruled, and to live under another Government of their own choosing. Unless the American Revolution was a crime, the Declaration of American Independence a falsehood,

and every patriot and hero of 1776 a traitor, the South was right and the North was wrong, upon that issue. The people of Maryland, therefore, could have but one choice in such a contest, and while as devoted to the Union and as loyal to the Constitution as the people of any of the thirteen States, who had formed the one and pledged themselves to the other, they could not but throw the whole weight of their sympathies upon that side to which common interests and institutions inclined them, and with which they felt that the right and the truth were. Nor was it a matter of sympathy merely. The breach of the Constitution involved in the coercive policy of the Administration, was a breach of their rights, and not less than unlawful aggression upon the rights of the Southern people. It was an overthrow of the principles of free government, and could end in nothing but an ignominious annihilation of the noble institutions of the Republic. The people of Maryland were summoned to take part, as soldiers, in the strife, and as citizens they were asked to contribute their means to its prosecution, and were to bear their share of its unconstitutional burdens; their stake in the struggle, therefore, was one of political and individual self-preservation. They were bound by every principle and pressed forward by every impulse of right and self-respect, to make every protest against the wrong to their brethren, and the oppression to themselves, which their situation and circumstances would permit. To the requisition upon them for troops, to take part upon the side of the Government in such strife, their answer, if they could have given it with their own voice, would have been an instant and indignant refusal.

It is deeply to be regretted that the response of his Excellency, the Governor, should have fallen so far short, in this regard, of the manly and patriotic spirit with which the Governors of Virginia and North Carolina, Tennessee, Kentucky and Missouri, threw back the insulting proposition of the Administration. Indeed, the Committee are unable to determine, from the correspondence with which the Governor has furnished the Legislature, whether His Excellency does not still contemplate complying with the requisition as made. His letter of April 20th, to the Secretary of War, is the only one which gives a key to his intentions, and in that he merely announces that he thinks it "prudent to decline (for the present)"—not because of the illegality and wickedness of the demand, and the disgrace which the State would incur from acceding to it—but on account of the then alleged disorderly condition of the militia themselves. Your Committee are not prepared to admit the accuracy of the statement made by the Governor in the letter referred to, to the effect that "the principal part of the organized military forces" of Baltimore took part with the "disorderly element" in the affair of the 19th of April. On the contrary, they have every assurance and every reason to believe that the organized military of Baltimore, under the direction of the constituted authorities, and in implicit obedience to their

orders, did all that could have been expected from brave men and good citizens to preserve the public tranquility. But whether the hasty statement of the Executive be well or ill-founded in that particular, the determination of the State of Maryland, upon the question of furnishing her quota of militia to make war upon the Southern States, ought not, in the opinion of your Committee, to rest a moment longer upon any such collateral and accidental issue. It becomes the self respect of the State that she should speak out openly and decidedly upon the point, and the question should no longer be left dependent upon what may be hereafter regarded as "prudent" by the Executive. For this purpose, your Committee have prepared and reported a resolution, which is appended to this report, and the adoption of which they respectfully recommend.

It is but justice to the Executive of the State to observe, in this connection, that His Excellency appears to have been misled, in his action upon the requisition of the United States Government, by the two letters of the Secretary of War, dated April 17, in which that gentleman informs him that "the troops to be raised in Maryland will be needed for the defence of the Capital and of the public property in that State and neighborhood." "There is no intention," the Secretary adds, "of removing them beyond these points." In conformity with this information, the Proclamation of the Governor—of which he has not furnished a copy to the General Assembly, but which is matter of public notoriety—informs his fellow-citizens to the same effect, and holds out the idea that troops from this State may be furnished for the purposes indicated. Your Committee would be happy to persuade themselves that in suggesting the possibility of its being "prudent," at any time, for the Maryland quota to be furnished to the Government, His Excellency could only have contemplated their employment, in any contingency, for the limited purposes in question. But it does not become the House of Delegates to allow themselves to be deceived by any such intimations from the Government, as those which imposed upon the Governor. The Proclamation of Mr. Lincoln, under which the troops of Maryland have been called into the field, is directed (as has already been observed) against the seceded States, and none other. The militia were summoned to execute the laws and suppress unlawful combinations in South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana and Texas, and not in Maryland or the District of Columbia. The very requisition of the Secretary of War upon the Governor is in direct and absolute contradiction to the assurance contained in his letter. The one asks for troops to be used in the South, and not at the Federal Capital; the other declares that their employment, at the Federal Capital and not in the South, is the only purpose contemplated.

One of two things, therefore, is perfectly clear. Either the Government had called out troops under the pretences of needing

them for one purpose, while intending to use them for another, or it contemplated employing a portion of them at Washington, as a guard and a reserve, but in aid, at the same time, of its offensive movements to the south of the Potomac. In the one case, it can have no claim upon our confidence; in the other, we should be false to ourselves and to free institutions, if we were to hesitate about refusing it our co-operation. Whatever destiny the people of Maryland may be able or willing to shape for themselves, now or hereafter, the Committee would be pained to believe it possible, that a single citizen of the State could be forced or persuaded to take part, directly or indirectly, in the slaughter and subjugation of our Southern brethren and the overthrow of Constitutional Government by usurpation and brute force. If the Government desires to put an end to all doubts as to the safety of the Capital, it can do so at a word, by putting an end to its own purposes of coercing the South.

What the Committee have already suggested in regard to the character and purposes of the conflict, which Mr. Lincoln has inaugurated, under the pretence of enforcing the laws, is so manifestly and indisputably corroborated by his course since the Legislature was convoked, that the Committee cannot discharge their duty without alluding to that course in this connection. Reference is especially had to the Proclamation of the 3d of May, calling out over forty-two thousand additional volunteers, to serve in the militia for a period of three years, and increasing the regular force of the United States by an addition of nearly twenty-three thousand men to the army, and eighteen thousand seamen to the navy. The most unscrupulous advocate of the Administration and its policy would be compelled to shrink from the task of pointing out any legal or Constitutional authority of any sort for this unprecedented measure. The right of increasing the army and navy is one which belongs exclusively to Congress, and over which the President has no more Constitutional control than the humblest citizen. His right to call out the militia is expressly limited by the restriction that their use shall only continue "if necessary, until after the expiration of thirty days after the commencement of the then next session of Congress." (Act of 1795, sec. 2.) The Proclamation is therefore without any color whatever of right, and is as plain and bald a subversion of the letter and spirit of the Constitution and the laws, as was ever attempted by the military power, in any Government ostensibly free. The pretence of "existing exigencies" is but the shape in which military revolutions have always begun, since the prestige of free institutions has rendered it necessary, even for usurpers, to make a show of apology for overthrowing them.

If ever a triumphant illustration could be given of the wisdom of our fathers, in providing by the constitution, that the government should operate upon its individual citizens through the laws, and not upon the States by military coercion, it is to be

found in the fact, that the first administration daring to depart from this fundamental and consecrated principle, has rushed, in the short space of sixty days, into the assertion of absolute control over the whole military resources of the country, in open and reckless defiance of every legal and constitutional restraint. The Committee hazard nothing in saying, that there is not a citizen of Maryland, whatever be his political opinions, who must not shudder at the palpable and ominous presence of this usurpation, and who does not recognize, for the first time, in his own experience or the history of Maryland, that he is living and moving and holding his civil and political rights at the pleasure of an unrestricted military power, and subject to the arbitrary and anti-republican caprices of what is entitled "military necessity." For any man to be able to persuade himself, under such circumstances, that the policy of the administration ever meant peace and not war—the "enforcement of the laws,"—the "defence of the capital"—and not subjugation—requires a peculiarity of mental construction with which reason is at a loss how to deal. To suppose that a blockade of the whole sea coast, from the capes of the Chesapeake to the extreme borders of Texas, with a land army extraordinary of one hundred and fifty thousand men, and a naval increase of eighteen thousand, can be intended only in aid of "the ordinary course of judicial proceedings, or the powers vested in the Marshals," and is therefore within the scope of the President's civil functions, and not of the war-making power, which only Congress can exercise, implies a facility of conviction, to which nothing can be regarded as impossible.

The Committee are of course not unacquainted with the familiar doctrine laid down by the Supreme Court of the United States in the case of *Martin vs. Mott*, (12 Wheaton, 19,) and so often cited by those who maintained the absolute authority of the President over the whole question of calling out the militia. The Committee might readily dispose of it if they were willing to stand upon the same grounds with the Administration, by applying to it the doctrine of the inaugural of Mr. Lincoln, and might insist upon confining the ruling of the Court to the particular case and the individual parties concerned, repudiating its controlling authority, upon the one side or the other, on a question of administrative government. Believing, however, that the true and only "loyalty" of a free people consists in their reverence for the laws and constitution, and their obedience to the tribunals by which these are expounded, the Committee assume that the people of Maryland will cheerfully bow to whatever the Supreme Court has determined, upon the question under discussion, or any other. The case of *Martin vs. Mott* was a controversy between a private of militia and one of the United States Marshals, who had seized his goods, in enforcement of a fine imposed by court-martial, for failure to enter the service upon requisition, according to law, during the war of 1812. The jurisdiction of

the court-martial, and the authority of the President to issue the Proclamation under which the militia were called out to repel invasion, were both considered in the case; the question in chief, however, of course being the right of the individual citizen to judge, for himself, whether the legal occasion existed, upon which the President might rightfully summon the citizens to arms. This latter was the real and only point in controversy, and the Court decided, that under the Act of 1795, it was for the President, exclusively, to determine whether the exigency contemplated by the law had arisen, and that no soldier or officer had any choice but to obey.

The principle of military subordination upon which this adjudication is distinctly placed by the Court, is too obvious to be confounded with the recognition of arbitrary and irresponsible power, to which the decision is sought to be perverted, by the supporters of the existing order of things. To determine that the President is the exclusive judge of whether an exigency has arisen, in a case to which his discretion is lawfully applicable, is one thing. To give to him the exclusive and irreversible authority to determine, not only the existence of the exigency, but the existence of the case in which it may lawfully arise, is quite another thing. The first is what the Supreme Court has done, the second is what no respectable Court, it is confidently assumed, can be persuaded or forced to do, except under the pressure of "military necessity." The one gives to the President the exercise of a discretion, in certain named and ascertained cases. The other gives him absolute power in all cases. The one endows him with a necessary executive function. The other makes him supreme over all law, by granting him the exclusive control of its application. If the President cannot only invoke the military power at his discretion, in cases of invasion, insurrection and resistance to the laws, but can create invasion, insurrection and resistance, by merely proclaiming that they exist, whether, in fact, they do so, or not; there is not a moment of his term, at which he cannot constitutionally compass the absolute subjugation of the people, through the mere official assertion of a falsehood. Assume for a moment, for the sake of the argument, that the attitude of the United States, is not, in fact or law, a case authorizing the President to call out the militia, under the act of 1795, is it to be pretended that he makes it such a case simply by calling it such, in a proclamation? Is it to be gravely argued, under a constitutional government, that the nation is bound to acquiesce in it as a fact, against the public knowledge to the contrary, and must accept the war, indorse the bloodshed, pour out the treasure, and submit to the usurpation, with no other remedy than articles of impeachment, or the chances of the next Presidential election?

The commonest intelligence—the most superficial acquaintance with the scheme and spirit of republican institutions—revolts at

conclusions so monstrous. And yet precisely such must be the conclusions to which any man must yield who supposes the Supreme Court to have decided, as has been pretended. That high tribunal never meant to decide, and never did decide, a principle so wholly irrational and despotic. It is a disrespect to its character to put such a question even in dispute. The way in which the States and the people may and ought to deal with such a usurpation is a matter apart, but that it does not cease to be a usurpation, because of the insertion of a form of words in a Proclamation, is a matter which the Committee will not disparage the manliness and sense of the House by discussing further. Indeed, in his letter of May 4th, 1861, to the United States Minister at Paris, which has appeared during the preparation of this report, the Secretary of State does not hesitate to throw aside all the masks and pretenses of the Proclamation, and to admit that it is no longer a simulated question of "enforcing the laws" and "defending the Capital," but a downright case of "civil war"—of "open, flagrant, deadly war," which the United States have "accepted." Such a confession—nay, such a bold and defiant annunciation—that the President has assumed upon himself the power of peace and war, in glaring and indisputable subversion of even the Constitution, leaves to the people of Maryland nothing further to consider, in this connection, but the fact, that they are face to face with a military despotism, whose only law is its will.

If the Committee are justified, by what has been said, in their view of the constitutional position of the Federal Government, and especially if the missions now made by it, without disguise, show but the consummation of an original and persistent illegal scheme on the part of the Administration, it follows, as a matter of necessity, that the troops called out by the President were and are an unauthorized body of men, passing across our territory for illegal and unconstitutional purposes, and carrying with them none of the constitutional safeguards, which would undoubtedly accompany any force of the United States exercising the right of transit for lawful and justifiable ends. They were, in fact, not United States soldiers, but "Northern troops," as they were properly designated by the Governor in his correspondence, and "Northern troops," too, whose presence in Maryland, without the consent of her constituted authorities, was indubitably an aggression upon her dignity, her safety and tranquility. Your Committee, of course, admit, without question, that only the authorities of the State were competent to deal with such a case, and that it would only have been dealt with properly, even by them, in distinct recognition of the fact, that Maryland is still a State of the Union, with all the obligations which that relation imposes upon her.

But they cannot shut their eyes to the other part, equally indisputable, that it was primarily the fault of those who marched the

Massachusetts soldiery through Baltimore, upon an unconstitutional and illegal errand, if the popular passions were unfortunately stimulated by their presence, into a lawless outbreak, too sudden and too violent to be restrained, for the moment, by the ordinary appliances of a free government. The Committee, therefore, cannot but commend the repeated efforts of the Governor to induce the President to forego his purpose of passing troops across our soil, both before and after the fatal occurrence of the 19th of April. They can only regret that the indignant feeling manifested by his Excellency in regard to the misdeeds of the "rebellious element" at home, was not testified, with equal vigor of remonstrance against the illegality and wrong, involved in the proceedings of the Government.

The events which have occurred since the period referred to, the Committee do not feel themselves called upon to discuss in any detail. They have taken occasion to allude, in a previous report, to the humiliating facts which are disclosed by the present position of Maryland. A State of the Union, held to the obligations of that relation, and having never through her constituted authorities pretended to repudiate or abjure them, she is treated as a conquered enemy. Her soil is occupied; her property and that of her citizens are sequestered; her public highways are seized and obstructed; her laws are suspended; her capital is converted into a military post; her Legislature is compelled, in the language of her Executive, to consult its "safety" by holding its sessions at a distance from her offices and archives; troops are quartered around the peaceful homesteads of her people; her citizens are subjected to the illegal and arbitrary violence of military arrest and confinement; her very freedom, in fine, all that distinguished her from a Neapolitan province, before Naples was liberated, is under the armed heel of the Government. That such a fate is imposed upon her, without constitutional authority; that indeed no respect to the Constitution is even pretended in her regard; the frank admission of the Federal authorities to the Commissioners recently accredited to them by this Legislature, renders a mortifying and almost intolerable certainty.

The State of Maryland is under military rule. Partly for military convenience, and partly for chastisement, her free institutions have been temporarily suspended by the War Department, and her name blotted out, for the time, from the list of free governments. It is not the desire of the Committee to aggravate by comment the humiliation which is inseparable from these facts in their simplest statement. It is not their disposition to provoke a review of the unhappy policy, in her own councils, which has contributed to plunge the State into so hopeless and helpless a condition. They wish to deal only with the practical questions it suggests for present determination; and this brings them to consider the recommendations of the message transmitted by the Governor.

The Committee understand His Excellency as recommending, in general terms, a policy of peace. So far as that naked proposition goes, they give to it their warmest and heartiest concurrence, but they are not sure that they exactly apprehend the mode in which the Governor proposes that the policy he so favors should be carried out. His language is as follows: "I honestly and most earnestly entertain the conviction that the only safety of Maryland lies in preserving a neutral position between our brethren of the North and South." He then enters into a consideration of the part which Maryland has taken in the sectional contest that has been waged, and adds: "Entertaining these views, I cannot counsel Maryland to take sides against the Federal Government, until it shall commit outrages upon us which would justify us in resisting its authority." What class of outrages would furnish such justification for resistance he does not announce, but proceeds to say: "As a consequence, I can give no other counsel than that we shall array ourselves for union and peace, and thus preserve our soil from being polluted with the blood of brethren. Thus, if war must be between the North and the South, we may force the contending parties to transfer the field of battle from our soil, so that our lives and property may be secure."

The Committee confess their difficulty in perceiving how, consistently with a policy purely pacific, these counsels can possibly be made available. No matter how decidedly and enthusiastically we "array ourselves for union and peace," it is altogether impossible for us to preserve our soil from the pollution of fraternal blood, unless we possess the means and assert the power to force back the tide of war, if it comes surging across our borders. And that we should consolidate and employ such power, to the extent which the exigency may demand, is obviously the counsel of the Governor, for he proceeds to tell us, that by the action he advises, we may be able, "if war must be," to "*force the contending parties to transfer the field of battle from our soil*, so that our lives and property may be secure." Surely we cannot "force" belligerent armies from our midst, without employing force of our own. It is out of the question that we can prevent them from making our homes their battle-field, unless we have the strength to repel them, and are willing and prepared to use it.

No peaceful "array" whatever—no legislative protest—no Executive remonstrance—from Maryland, can stay the strife of contending squadrons. A deputation from the Peace Society would have been as effectual in arresting a charge at Solferino. If, then, the "neutrality" of the Governor means anything, (speaking with all respect,) it must mean a neutrality armed and resolute—prepared to assert its policy, and able to vindicate it on the field. Otherwise it would be nothing, and would come to nothing. It would only irritate both parties, and stay the arm of neither.

And yet although this is the result and the only practical result of the recommendation of the Message, it is difficult to reconcile such a conclusion with the other views which the Governor announces. Upon the authority of "our most learned and intelligent citizens," he admits the right of the Government to transport its troops across our soil. He recognizes the unbroken relations and the continuing loyalty of Maryland to the Union. He does not impeach the constitutionality of the action of the Federal authorities. His protests against the landing of the troops, and the seizure of the railroad at Annapolis, are based upon no denial of the right. They amount to remonstrance and advice, but to nothing more.

His theory is, and he has always steadfastly maintained it, that nothing has occurred to alter the reciprocal rights and obligations of this State and the General Government. The Constitution he believes is still over both, and the old bonds still unite them together. If all this be true, then the State of Maryland can hold no neutrality when the Union is at war. She is part of the Union; at war when it wars; at peace when it is peaceful. She "takes sides" against it the instant that she fails to take sides with it. Neutrality, in such a case, is nullification pure and simple, and an armed neutrality is merely rebellion, and not union or peace. The position of His Excellency in the premises is, therefore, in the judgment of the Committee, wholly untenable, and it is not surprising that it should have placed him at so obvious a disadvantage, in the correspondence which he has furnished the House between himself and the astute officers of the Government. Differing from the Governor in opinion as to the course and rights of the Federal authorities, to the wide extent herein before indicated, the Committee have no hesitation in asserting and maintaining the right of the State, and its duty, to protest against the unconstitutional action of the Administration, and refuse obedience to its unconstitutional demands. Recognizing, however, to the same extent as the Governor, that Maryland is still a State of the Union, the Committee cannot counsel this Honorable Body, or the people whom it represents, to assume, under the guise of "neutrality," a hostile relation to the Government, or attempt, by any policy whatever, to "force" it from the position in which it is entrenched. If no better argument existed against such a project, a sufficient one would be found in its hopeless futility.

The present—and the only possible present attitude of the State towards the Federal Government is, in the judgment of the Committee, an attitude of submission—voluntary and cheerful submission on the part of those who can persuade themselves that the Constitution remains inviolate and the Union unbroken, or that the Union can survive the Constitution—unwilling and galling submission on the part of those who think and feel differently; but still, peaceful submission upon both sides. It is not for the

Committee to ignore this state of things, because of the humiliation which comes with it. They feel it their duty to confess the inexorable logic of facts, and leave the future to be shaped by the people of Maryland, to whom, exclusively, that prerogative belongs, and who, doubtless, will exercise it in their own way and at their own good time.

This expression of the views of your Committee, at so much necessary length, leaves very obvious the recommendations which they ask leave to report, upon the two leading subjects submitted to their deliberation: the calling of a Sovereign Convention of the people, and the re-organization and arming of the militia of the State.

At the time when the Legislature was called together, there was certainly but little difference of opinion among its members, of all parties, as to the propriety of speedily adopting measures to secure both the objects referred to. Since that time, the rapid and extraordinary development of events, and of the warlike purposes of the Administration; the concentration of large bodies of troops in our midst and upon our borders, and the actual and threatened military occupation of the State, have naturally enough produced great changes of opinion and feeling among our citizens. The members of the Committee, judging from their own correspondence and that of their fellow members, of all shades of opinion, as well as from the memorials and other expressions of the public will, which have reached the House, have no hesitation in expressing their belief, that there is an almost unanimous feeling in the State against calling a Convention at the present time. The reasons for this conclusion are doubtless various, in different portions of the State, and the opinions of individuals as to the probable result of the deliberations of a Convention, at this moment, are of course very wide apart. To the Committee, the single fact of the military occupation of our soil by the Northern troops in the service of the Government, against the wishes of our people, and the solemn protest of the State Executive, is a sufficient and conclusive reason for postponing the subject, to a period when the Federal ban shall be no longer upon us. It does not become the dignity of the State of Maryland to attempt the performance of an act of sovereignty, absolute or qualified, at a moment when not only her sovereignty but her Federal equality is subordinated to the law of the drum-head. No election, held at such a time, and with such surroundings, could by possibility be fair or free. No result which could be reached by it would command the confidence or secure the willing obedience of the people. The Committee therefore feel it their duty to recommend the postponement of the subject for the present.

For reasons almost identical, the Committee take leave to report against the arming of the State, and the organization of our military defences at this time. If the holding of a Sovereign Convention were not regarded as a hostile movement by the Fed-

eral Government, the re-establishment of the military force of the State, in a condition of present efficiency, certainly would be, however unjustly. It avails nothing to say that the arming and organization of a suitable militia, are declared by the Constitution of the United States to be "necessary to the security of a free State," and therefore especially guaranteed to us as peaceful and fundamental rights. The Constitution is silenced by the bayonets which surround us, and it is not worth while for us to fancy ourselves beneath its ægis. It would be criminal as well as foolish for us to shut our eyes to the fact that we will not be permitted to organize and arm our citizens, let our rights and the Constitution be what they may. The interview of our Commissioners with the President sets that point at rest. It is not easy for free men to realize such a state of things; but it is not our fault that we are helpless, nor our shame that our helplessness is abused.

The Committee respectfully recommend that no action be taken towards the re-organization of the militia at this time, or the doing of any act which might be construed into hostility to the Government, and that, if any purchase of arms be indispensable, it be confined, at the farthest, to such reasonable quantity as may be manufactured in our own State, for local purposes, and may aid in the equipment of the militia, when a plan for their proper enrollment and distribution shall be matured at some future day. The purchase of such a quantity can give no just ground for complaint in any quarter, as the slightest inquiry will show that the total disuse of the militia system, for many years past has left us almost wholly defenceless in many parts of the State, and renders some such arrangement indispensable as a measure of domestic police.

The Committee regard it as within their province further to suggest to this Honorable Body the propriety of adjourning over to some named day, as soon as its present and pressing duties are discharged. In their opinion, the exigencies of the present crisis do not permit a final adjournment, with any proper regard to the responsibilities and dangers which may, at any moment, be precipitated on the State.

Finally, the Committee respectfully submit to the House the following resolutions, and pray to be discharged from the further consideration of the matters before them.

S. T. WALLIS,
J. H. GORDON,
G. W. GOLDSBOROUGH,
JAMES T. BRISCOE,
BARNES COMPTON.

WHEREAS, In the judgment of the General Assembly of Maryland, the war now waged by the Government of the United States upon the people of the Confederate States, is unconstitutional in its origin, purposes and conduct; repugnant to civilization and sound policy; subversive of the free principles upon which the Federal Union was founded, and certain to result in the hopeless and bloody overthrow of our existing institutions; and,

WHEREAS, The people of Maryland, while recognizing the obligation of their State, as a member of the Union, to submit in good faith to the exercise of all the legal and constitutional powers of the General Government, and to join as one man in fighting its authorized battles, do reverence, nevertheless, the great American principle of self-government, and sympathize deeply with their Southern brethren in their noble and manly determination to uphold and defend the same; and,

WHEREAS, Not merely on their own account and to turn away from their own soil the calamities of civil war, but for the blessed sake of humanity, and to avoid the wanton shedding of fraternal blood, in a miserable contest which can bring nothing with it but sorrow, shame and desolation, the people of Maryland are enlisted, with their whole hearts, on the side of reconciliation and peace: now, therefore, it is hereby

Resolved by the General Assembly of Maryland, That the State of Maryland owes it to her own self-respect and her respect for the Constitution, not less than to her deepest and most honorable sympathies, to register this, her solemn protest, against the war which the Federal Government has declared upon the Confederate States of the South, and our sister and neighbor Virginia, and to announce her resolute determination to have no part or lot, directly or indirectly, in its prosecution.

Resolved, That the State of Maryland earnestly and anxiously desires the restoration of peace between the belligerent sections of the country, and the President, authorities, and people of the Confederate States, having, over and over again, officially and unofficially, declared that they seek only peace and self-defence, and to be let alone, and that they are willing to throw down the sword, the instant that the sword now drawn against them shall be sheathed, the Senators and Delegates of Maryland do beseech and implore the President of the United States to accept the olive branch which is thus held out to him; and in the name of God and humanity, to cease this unholy and most wretched and unprofitable strife, at least until the assembling of Congress in Washington shall have given time for the prevalence of color and better counsels.

Resolved, That the State of Maryland desires the peaceful and immediate recognition of the independence of the Confederate States, and hereby gives her cordial assent thereunto, as a member of the Union: entertaining the profound conviction that the willing return of the Southern people to their former Federal re-

lations is a thing beyond hope, and that the attempt to coerce them will only add slaughter and hate to impossibility.

Resolved, That the present military occupation of Maryland, being for the purposes, in the opinion of this Legislature, in flagrant violation of the Constitution, the General Assembly of the State, in the name of her people, does hereby protest against the same, and against the oppressive restrictions and illegalities with which it is attended ; calling upon all good citizens, at the same time, in the most earnest and authoritative manner, to abstain from all violent and unlawful interference, of every sort, with the troops in transit through our territory, or quartered among us, and patiently and peaceably to leave to time and reason the ultimate and certain re-establishment and vindication of the right.

Resolved, That under existing circumstances, it is inexpedient to call a Sovereign Convention of the State at this time, or to take any measure for the immediate organization or arming of the militia.

SENATE AMENDMENTS.

And be it further Resolved, That a Committee be appointed to consist of four member of the Senate and four members of the House of Delegates, four of which Committee, (to be selected of themselves,) shall as early as possible, wait on the President of the United States at Washington, and the other four of said Committee shall wait on the President of the Southern Confederacy, for the purpose of laying the foregoing resolutions before them ; and that said Committee be, and is hereby especially instructed to obtain, if possible, a general cessation of hostilities, now impending, until the meeting of Congress in July next; in order that said Body may, if possible, arrange for an adjustment of existing troubles by means of negotiation, rather than the sword.

Resolved, That said Committee consist of Messrs. Brooke, Yellott, McKaig, and Lynch, of the Senate, and Messrs. —, —, — and —, of the House of Delegates.

Resolved, That said Committee be requested to report, if practicable, to the General Assembly, on the 5th day of June next.

REPORT
OF THE
COMMITTEE OF THE GENERAL ASSEMBLY,
APPOINTED TO WAIT ON THE
PRESIDENT OF THE UNITED STATES.

The undersigned, a portion of the Committee appointed by the Legislature to present and enforce its Resolutions to Presidents Lincoln and Davis, beg leave to report—

That the manifest purpose of those resolutions was, in the opinion of your Committee, to secure, if possible, through the instrumentality of Maryland, peace to our distracted country; and, if failing in that, then a cessation of hostilities on the part of the armies of the Federal and Confederate troops, until Congress should express its opinion on the subjects which now agitate the people. These purposes being defeated by the movement of the Federal troops on Virginia, and an active commencement of hostilities, we have considered our mission as ended, and, therefore, have not felt authorized, on the part of the Sovereign State of Maryland, to present a request which has in advance been repudiated.

The dignity of the State, as well as self-respect, seemed to demand this of us.

All of which is respectfully submitted.

JNO. B. BROOKE,
G. W. GOLDSBOROUGH,
GEO. H. MORGAN,
BARNES COMPTON.

REPORT

OF THE

COMMITTEE OF THE GENERAL ASSEMBLY,

APPOINTED TO WAIT ON THE

PRESIDENT OF THE SOUTHERN CONFEDERACY.

To the Honorable,

The Senate and House of Delegates of Maryland:

The undersigned, being that portion of the Joint Committee selected to proceed to Montgomery, Alabama, and to submit for the consideration of the President and Cabinet of the Confederate States of America the resolutions as passed by the Legislature of the State of Maryland, beg leave most respectfully to report—

That your Committee, in performance of their mission, proceeded to Montgomery, Alabama, and were there received by the President of the Confederate Government, a majority of his Cabinet being present, with a frank cordiality and that consideration due to the representatives of the sovereign State of Maryland. In answer to the resolutions thus presented, the President of the Confederate States caused to be delivered to your Committee the paper accompanying and made part of this report.

Believing that any expression of opinion relative to the object your Honorable Bodies wished to accomplish, or to the probable final result of the fratricidal and sectional war which is now being inflicted upon the country, would be transcending the limits of the power entrusted to your Committee, your Committee therefore content themselves with simply asking the attention of your Honorable Bodies to the answer of President Davis to the resolutions thus laid before the Confederate Government.

THOMAS J. McKAIG,
COLEMAN YELLOTT,
CHARLES A. HARDING.

LETTER OF PRESIDENT DAVIS.

MONTGOMERY, 25th May, 1861.

Gentlemen

I receive with sincere pleasure the assurance that the State of Maryland sympathises with the people of these States in their determined vindication of the right of self-government, and that the people of Maryland "are enlisted with their whole hearts on the side of reconciliation and peace." The people of these Confederate States, notwithstanding their separation from their late sister, have not ceased to feel a deep solicitude in her welfare, and to hope that, at no distant day, a State whose people, habits and institutions are so closely related and assimilated with theirs, will seek to unite her fate and fortunes with those of this Confederacy.

The Government of the Confederate States receive with respect the suggestion of the State of Maryland, that there should be "a general cessation of hostilities now impending, until the meeting of Congress in July next, in order that said body may, if possible, arrange for an adjustment of existing troubles, by means of negotiation, rather than the sword," but is at a loss how to reply, without a repetition of the language it has used on every possible occasion that has presented itself, since the establishment of its independence. In deference to the State of Maryland, however, it again asserts, in the most emphatic terms, that its sincere and earnest desire is for peace; that whilst the Government would readily entertain any proposition from the Government of the United States tending to a peaceful solution of the pending difficulties, the recent attempts of this Government to enter into negotiations with that of the United States, were attended with



results which forbid any renewal of proposals from it to that Government.

If any further assurance of the desire of this Government for peace were necessary, it would be sufficient to observe that, being formed of a confederation of sovereign States, each acting and deciding for itself, the right of every other sovereign State to the same self-action and self-government is necessarily acknowledged. Hence, conquests of other States are wholly inconsistent with the fundamental principles, and subversive of the very organization of this Government. Its policy cannot but be peace—peace with all nations and people.

Very respectfully,

JEFFERSON DAVIS.

Messrs. McKaig, Yellott and Harding, Committee of Maryland Legislature.

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